

**Terrorism Law Enforcement & Investigation
Incident Annex IV
Colorado State Emergency Operations Plan**

LEAD AGENCY: Colorado Department of Public Safety

SUPPORTING AGENCIES: Department of Agriculture, Department of Public Health and Environment, Department of Local Affairs

I. PURPOSE

The purpose of this plan is to outline a concept of operations for coordinated awareness, prevention, preparedness, response and recovery related to a terrorism/weapons of mass destruction incident by defining roles and responsibilities of state agencies in assisting local governments with technical and resource support.

II. POLICIES

Terrorism is defined as a premeditated, unlawful act, dangerous to human life or public welfare that is intended to intimidate or coerce civilian populations or governments, or any segment thereof, in furtherance of political or social objectives.

- A. Domestic terrorism is the unlawful use, or threatened use, of force or violence by a group or individual based and operating entirely within the United States.
- B. International terrorism involves terrorist activity committed by groups or individuals who are foreign-based and/or directed by countries or groups outside the United States or whose activities transcend national boundaries.

III. SITUATION

Within the State of Colorado there are a number of facilities, special events, and population groups that are vulnerable and could be potential targets for terrorist attacks. Terrorism awareness, prevention, preparedness, response and recovery involve local, state, federal, and private entities. No single agency/organization has the expertise or resources to unilaterally act in the complex situations associated with terrorist threats, physical and cyber acts of terrorism, or the use of weapons of mass destruction (chemical, biological, radiological/nuclear and explosives (CBRNE)). Terrorist acts may include, but are not limited to, kidnapping, hijacking, shootings, conventional bombings, attacks involving chemical, biological, nuclear/radiological weapons, cyber attacks, sabotage, assassination, extortion, contamination of food, agricultural crops, livestock, water and threats to commit such acts.

Terrorism awareness, prevention, preparedness, response and recovery can generally be categorized into two major components, which may operate concurrently. They are:

- A. Crisis Management (awareness, prevention and preparedness) includes measures to anticipate requirements and to react effectively, to stop an incident from occurring, or to mitigate an incident's effects, and to build and sustain performance across all other domains. Law enforcement is a major aspect of crisis management. The FBI has the primary responsibility for the investigation of all domestic and international terrorism incidents. In addition, local law enforcement agencies, the Office of Preparedness, Security and Fire Safety (OPSFS), the Colorado State Patrol (CSP), and the Colorado Bureau of Investigation (CBI) play key roles in investigating terrorist acts.
- B. Consequence Management (response and recovery) includes measures to protect public health and safety, and the restoration of essential government services. It includes providing emergency relief to affected communities, governments, commercial businesses, agricultural industries, individuals affected by an act of terrorism, and bringing perpetrators of an intentional incident to justice. Response and recovery will primarily occur at the local jurisdictional level with the state playing a supporting role by assisting in the coordination of state and federal supplemental resources.

IV. **ASSUMPTIONS**

- A. Terrorists seek to inflict the maximum impact with the minimal expenditure of resources.
- B. Local and State Emergency Operations Centers (SEOC) will likely be activated, and the Incident Command System (ICS) implemented should a terrorist event occur.
- C. Local police, fire, medical, and health personnel will be the first to respond to an incident.
- D. Incident management cannot be event driven. Preventing an incident from ever occurring reaps far more dividends than simply reducing the costs of post-incident response and recovery. Efficient awareness, prevention and preparedness require effective public and private partnerships.
- E. Response to an emergency or disaster caused by a terrorist act will involve many of the same organizations and skills used in other emergency response scenarios. In any incident, responses must address the possibility or actuality of CBRNE materials that are not typically encountered in natural disaster response operations.

- F. Foreign Animal Disease (FAD) outbreaks may occur naturally or may be the result of a terrorist act. Multiple sites of FAD may be considered a terrorist act.
- G. Response to a terrorist incident will be determined by the CBRNE material involved and by the authorities, plans and operations triggered by the event.
- H. In a terrorist incident, the area of operations may simultaneously be a crime scene, a hazardous materials site, and a disaster area, and may involve multiple jurisdictions.
- I. Counties and municipalities may need assistance to monitor, clean up, and dispose of hazardous materials and debris, including animal carcasses, after a terrorism/weapons of mass destruction incident.
- J. For biological, chemical and radiological agents, the Colorado Department of Public Health and Environment (CDPHE) may provide public health guidelines and/or implement control measures. In FAD cases, the Colorado Department of Agriculture (CDA) and the United States Department of Agriculture will assist in the primary agency responsibilities.
- K. Biological agents pose a unique threat since their effects are not readily detected until well after an agent has been released. Bio-terrorism awareness, prevention, preparation, response, and recovery issues will be addressed by the CDPHE.

V. RESPONSIBILITIES

- A. Governor's Office:
 - 1. Public information released through the news media is critical during a terrorism/weapons of mass destruction incident. The lead Public Information Officer (PIO) for terrorist incidents will be from the Governor's Office. Federal, state and local PIOs will cooperate and coordinate with the Governor's Office to assure that accurate, timely, and non-contradictory information is provided using a joint information center.
- B. Department of Public Safety:
 - 1. The Colorado Office of Preparedness Security and Fire Safety (OPSFS) will be the lead state agency for terrorism crisis management and will be accountable to the Governor.

C. Department of Local Affairs:

1. The Department of Local Affairs will be the lead state agency for response and recovery operations and will be accountable to the Governor.
2. The Division of Emergency Management (DEM) will act as liaison between the Governor and the Federal Emergency Management Agency (FEMA).
3. DEM, in cooperation with OPSFS, will coordinate priorities and action for the on-scene response operations.
4. DEM will take the lead in preparing situation reports and briefings with the support of OPSFS.
5. DEM will assist in the coordination of state response measures. State agency responsibilities are generally the same for a terrorist incident as they are for any other emergency or disaster (see State Emergency Support Function Annexes in State Emergency Operations Plan (SEOP) for further details). There are, however, the added complications of protecting a potentially large crime scene and securing CBRNE contaminated materials.

D. Local response is determined by the incident commander on the scene operating under the Incident Command System (ICS). As state and federal assets arrive to assist, the transition to a Unified Command Structure should occur.

VI. **CONCEPT OF OPERATIONS**

A. Awareness, prevention and preparedness activities include:

1. Identification of threat and threat organizations
 - a. The first step in any preventive operation is to identify possible threats. In today's environment, Colorado must recognize that threats may be either domestic or internationally-based.
2. Identification of Critical Infrastructure
 - a. OPSFS is responsible for identifying Colorado's critical infrastructure and key assets. Through appropriate public and private partnerships, OPSFS will identify key assets within

each critical infrastructure sector as defined in the national and state homeland security strategies. OPSFS will coordinate with public and private partners to identify, prioritize, assess and protect critical infrastructure from terrorist attack. Approximately 80-85% of Colorado's infrastructure and key assets are located within the private sector.

- b. The Colorado All-Hazards Emergency Management Regions, in coordination with the OPSFS, will identify their region's critical infrastructure and key assets. During planning, local jurisdictions and the All-Hazards Emergency Management Regions need to identify critical infrastructures and key assets within their communities and territories. Information should be shared with OPSFS for submission to the DHS National Asset Database (NADB)

3. Information sharing

- a. Effective terrorism prevention and preparedness is contingent on comprehensive information sharing. The Colorado Information Analysis Center (CIAC), under OPSFS, collects and analyzes information relevant to thwart terrorism. The information is derived from a variety of channels, e.g., law enforcement, immigration, public health, transportation, and other resources. That information has to be managed, translated and transmitted to state and local officials throughout Colorado to optimize their anti-terrorism awareness, prevention, preparedness, response and recovery capabilities.
- b. The CIAC shares information and maintains communication with partners in the 13 designated critical infrastructure sectors, federal law enforcement and other government agencies. The 13 sectors are identified as follows:
 - (1) Agriculture
 - (2) Food
 - (3) Water
 - (4) Public Health
 - (5) Emergency Services
 - (6) Government
 - (7) Defense Industrial Base
 - (8) Information and Telecommunications
 - (9) Energy
 - (10) Transportation
 - (11) Banking and Finance

- (12) Chemical Industry
- (13) Postal and Shipping

- b. The key assets are identified as follows:
 - (1) Commercial facilities
 - (2) Dams
 - (3) Nuclear reactors and Spent fuel facilities
 - (4) Government facilities

4. Terrorist Threat Condition Advisories

- a. As described in the Colorado Emergency Operations Plan (Basic Plan,) the federal government has developed an advisory system recommending actions to be taken at five levels of terrorist threat.
- b. State, county, and municipal governments retain the right to increase their threat conditions, based upon the information they possess.

5. Public Awareness

- a. Public awareness is a critical component to any prevention program. By keeping the public apprised of possible threats to our society or to different elements of the state's infrastructure, the public can assist in identifying suspicious activity.

6. Protection

- a. The Rubicon team, under OPSFS, will continually offer recommendations to identify, prioritize, assess and harden Colorado's critical infrastructure. The identification of critical infrastructures is an essential element of an effective anti-terrorism program and efforts must be taken to protect areas that could be exploited. Possible measures include security systems, improved communications, access restrictions, etc.

Rubicon provides free full-spectrum assessments and out briefings to assist the government and private sector with asset protection strategies.

- b. The Colorado Information Analysis Center provides an integrated, multi-discipline, information sharing network to

collect, analyze, and disseminate information to stakeholders in a timely manner in order to protect the citizens and the critical infrastructure of Colorado.

B. Response and Recovery

1. Response activities by fire, law enforcement, emergency management, hazardous materials, emergency medical services, public health, livestock specialists, etc. will initially be the same as practiced in the all hazards approach. Upon recognition of an intentional event, response agencies will need to consider the possibility of a terrorism-related incident.
2. In consultation with the Governor's Office, DEM will activate the State's Emergency Operations Center (SEOC) and will notify all appropriate agencies.
3. As the situation develops, additional agencies/organizations may be brought in to assist with the response and recovery operations under the ICS.
4. Communications
 - a. Initial notification to the State of Colorado should be by use of the State 24 hour Emergency Line (303) 279-8855.
 - b. The jurisdiction in command of an incident will designate one person to maintain communications with the SEOC.
 - c. CDEM will monitor common frequencies (Basic Plan, Emergency Support Function 2 - Communications) being used for an emergency.
 - d. In the event of a terrorist attack, the CIAC will coordinate with DEM, local law enforcement and federal agencies including the FBI and DHS, to ensure a coordinated intelligence exchange.
5. Follow-On Activities
 - a. Once all casualties have been removed and the criminal investigation has shifted from the scene, clean-up, removal and the proper disposal of debris (contaminated and uncontaminated) must occur to insure that adequate public

health/safety precautions are in place. This is especially true in the case of foreign animal disease (FAD) where it may be necessary to depopulate large numbers of animals from the contaminated area, and secure transportation and disposal of the debris is critical to preventing further contamination.

b. Damage assessment will continue.

6. Investigation

a. One of the challenges faced by law enforcement after a terrorist/weapons of mass destruction incident is the collection of evidence for possible prosecution. The FBI Evidence Recovery Team will take the lead. First responders and law enforcement should use the State of Colorado Terrorism Evidence Handling Protocol and must cooperate to ensure that all evidence is preserved to maximize the potential for a successful prosecution.

7. Recovery from a terrorist incident would employ the same general procedures applicable to a natural disaster. A significant difference would be the potential amount of CBRNE materials that may have to be processed.

VII. DECLARATIONS

A. In the formal declaration process, the local jurisdiction(s) will need to declare a disaster emergency as a prerequisite for requesting state assistance.

B. The state must declare an emergency or disaster to request federal assistance. For a terrorism/weapons of mass destruction incident, the Department of Public Safety (OPSFS), the DEM, and other agencies including CDPHE and CDA as necessary, will jointly draft a declaration for the Governor's signature.

C. The President may declare an "emergency" under Title V of the Stafford Act or a "major disaster" under Title VI of the Stafford Act if the incident causes "damage of sufficient severity and magnitude to warrant major disaster assistance under the Act to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby."

D. Graphic Representation

The following graphic depicts the local/state/federal response and recovery relationships:

EMERGENCY RESPONSE PARTNERSHIP

Incident/Unified Command System						
Police	Fire	Medical	Emergency Management	Local Officials	Public Service	Other Agencies as Needed
Governor's Office		State Coordinating Officer		The Colorado Voluntary Organizations Active in Disasters (COVOAD) Private Volunteer Organizations		
DEM						
CDPHE	DMVA	OPSFS	CBI	DOT	Other Agencies as Needed	
Federal Coordinating Officer						
CDC	USPHS	FBI	DHS/FEMA	DOE	EPA	Other Agencies as Needed